



## London Borough of Enfield

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| <b>Report Title</b>                  | Enfield Substance Misuse Update                                                                                                         |
| <b>Report to</b>                     | Health and Adult Social Care Scrutiny                                                                                                   |
| <b>Date of Meeting</b>               | 28 February 2024                                                                                                                        |
| <b>Cabinet Member</b>                | Cllr Alev Cazimoglu                                                                                                                     |
| <b>Executive Director / Director</b> | Tony Theodoulou – Executive Director People<br>Dudu Sher-Arami – Director of Public Health                                              |
| <b>Report Author</b>                 | Jayne Longstaff – Senior Service Development Manager (Public Health)<br>Andrew Lawrence – Head of Commissioning – CYP and Public Health |
| <b>Ward(s) affected</b>              | All                                                                                                                                     |
| <b>Classification</b>                | Part 1 Public                                                                                                                           |
| <b>Reason for exemption</b>          | Not applicable                                                                                                                          |

### **Purpose of Report**

1. To provide for information an update to the committee on the current landscape and work undertaken to tackle substance misuse in Enfield following the introduction of the national drug strategy, 'From Harm to Hope'.

### **Main Considerations for the Panel**

2. The work being done by Enfield's Combating Drug and Alcohol Partnership (CDAP) across its three subgroups focusing on Treatment and Care, Clinical Governance and Criminal Justice.
3. The increase in prevalence estimates for the number of opiate and crack users in Enfield.
4. The use of nitrous oxide amongst individuals in the borough including associated litter (cannisters and balloons) and the legal changes for this substance.

## **Background Information**

5. In December 2021 the Government released From Harm to Hope, a new drug strategy to support communities to level up by offering a new approach to reducing crime and improving lives. The ambitious 10-year strategy aims to build world class treatment and recovery systems, and reduce the harms associated with substance misuse.
6. To enable Local Authorities to deliver against the strategic aims, the Department of Health and Social Care has made available funding via the Office for Health Improvement & Disparities (OHID) to Public Health departments, which it states should be used in addition to the investment Councils already make in commissioning drug and alcohol services.
7. Enfield received £457,127 in 2022/23, rising to £542,318 in 2023/24 and is due to receive £830,017 in 2024/25. It is not known if any further funding will be made available beyond March 2025, and therefore the Local Authority is focusing on how partnerships can be developed, pathways improved and systems enhanced, whilst utilising most of the potentially time-limited funding to increase treatment provision.

## **The current picture in Enfield – Prevalence and Performance**

8. OHID provide local areas with prevalence data on levels of opiate and crack use (OCUs), and updated prevalence estimates were released in 2023.
9. The latest prevalence estimate figures for Enfield indicate a significant increase in OCUs between 2016/17 and 2019/20 (the most recent data available). Enfield has seen a much higher increase than neighbouring boroughs. At time of writing the prevalence data is embargoed by OHID, so actual numbers cannot be included within this report.
10. The increase is across all age groups and further insight from the National Team suggests that is due to a large increase in clients being recorded on the Probation Offender Assessment System and a very low overlap between the community and Criminal Justice (CJ) dataset.
11. OHID has provided targets for the increase in treatment numbers for Enfield. The year-on-year increase required for Enfield during the period of supplementary funding equates to a 19% overall increase. For 2024/25 this means Enfield needs to achieve 1,315 adults in treatment. As of September 2023, Enfield had 1,146 adults in treatment.
12. OHID published a London-wide dataset in September 2023 to benchmark the progress being made by all Local Authorities. In this, Enfield was identified as one of only eight local authorities in London to be RAG-rated green in terms of increasing treatment numbers against the baseline provided by OHID.

## **Combating Drug and Alcohol Partnership – Delivery in 2023/24 and plans for 2024/25**

13. In September 2022 Health & Adult Social Care Scrutiny were informed of the nascent work being undertaken to establish Enfield's Combating Drug and Alcohol Partnership (CDAP), which is the vehicle for overseeing and driving forward delivery against the strategy.
14. The CDAP is chaired by the Director of Public Health (Enfield Council) and the Vice Chair is the Detective Superintendent (Met Police). The Senior Responsible Officer is the Executive Director of People (Enfield Council).
15. The CDAP has representation from Enfield Council departmental leads (Youth Services, Education, Safeguarding, Housing, Community Safety, Finance, Public Health, Data Intelligence and Strategy and Service Development) as well as key partners including Health, Police, Probation Services, substance misuse provider services and Lived Experience Representative Organisation (LERO).
16. There are three subgroups that have been formed under CDAP to lead on key workstreams and each has a set of key priorities, which are as follows.
17. **The Treatment and Care Subgroup:**
  - Delivery of prevention, early intervention, treatment, and recovery support across Enfield.
  - Improving referrals pathways into substance misuse treatment services.
  - Improving the aftercare and recovery options available to services users exiting substance misuse treatment services.
  - Developing a partnership approach to supporting service users with practical needs such as housing, benefits, employment etc.
  - Development of the Lived Experience Representative Organisation (LERO) to support individuals affected by substance misuse focussing on a holistic approach to an individual's recovery and associated lifestyle changes.
18. **The Clinical Governance Subgroup:**
  - Improving service quality by overseeing audit outcomes, use of best practice and adopting learning.
  - Ensuring a multiagency response for complex cases overseeing referral pathways with key partners such as community-based health services, acute health services and Safeguarding.
  - Increasing the number of individuals leaving treatment in a planned way.
  - Leading on the Local Drug Information System (LDIS) to share and receive information on high-risk substances or trends.
  - Harm minimisation approaches to reduce drug related deaths and other substance misuse associated harms.

19. The **Criminal Justice Subgroup**:

- Innovation and best practice approaches to improve engagement in substance misuse treatment services for individuals who are:
  - being released from prison.
  - on a Required Assessment.
  - on an Alcohol Treatment Requirements (ATR) / Drug Rehabilitation Requirements (DRR)<sup>1</sup>
  - required to engage by Probation Services and the Courts

20. The above areas are reviewed by the CDAP and continue to form the key priorities for the work to address substance misuse in Enfield heading into 2024/25. In the previous 12 months the CDAP has delivered against an agreed multi-agency action plan.

21. Some key achievements in this time include:

- Continuity of care was identified early on and, whilst there is still more work to be done to push up this key source of referrals, the partnership has seen a steady increase in the rate from 12% in August 2022 to 32% by August 2023. Continuity of Care rates refer to the proportion of prison leavers who at the time of released were referred for and subsequently started community based structured treatment for their substance use.
- Referrals from the Arrest Referral Team have almost doubled compared to January 2023.
- Increased capacity primarily within adult treatment services through creation of adult delivery posts, including 1 FTE Harm Minimisation Coordinator (match funded with Haringey), 0.8 FTE additional outreach workers, and hospital in-reach.
- Increased capacity within Criminal Justice working in prisons, courts, custody suites and probation services. This has provided increased capacity to undertake assessments, which in turn lead to referrals into treatment. This comprises 3.8 FTE workers.
- Increased capacity to engage young adults in treatment in the young people's service. This comprises of 1 FTE young adults' worker.
- Increase capacity to support mental health needs and linked to substance misuse through recruitment of a dual diagnosis worker.
- Procurement of additional treatment options for services, including naloxone kits and Bivudal long-acting opioid substitution therapy.
- Increase in number of residential detox placements to 13 per year, current performance is 9.
- Strengthened performance monitoring arrangements for contracted providers aligned to the requirements from OHID.
- A comprehensive training needs assessment, leading to delivery of a provider-led training programme to various agencies across Enfield, including Council staff.

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<sup>1</sup> \*ATRs and DRRs are orders made by the Court that require offenders to attend Recovery appointments as scheduled and agreed by the Court and Probation Service.

- Awareness raising sessions around trends, pathways and substance misuse treatment with GPs, schools, and other agencies.
- Workshops and publication of information on Nitrous Oxide (covered in more detail from paragraph 23 onwards)
- Creation of a comms plan with Enfield Council comms teams centred on marketing recovery.
- Development of a key performance report to enable CDAP to analyse emerging trends and review performance against key metrics.
- Implementation of joint working protocols between substance misuse services and the Council's Youth Justice Service.
- Aligned work with teams implementing Enfield's Youth and Family Hub offer to ensure physical spaces are appropriate for future deployment of substance misuse services into these community settings.
- Implemented processes for commissioner oversight of recruitment and retention within local substance misuse services, aligned to an NCL-wide workforce review taking recommendations from the national workforce strategy.
- Implemented feedback of learning from Safeguarding Adult Reviews into CDAP processes and commissioner input into both adult and young people's high risk panel meetings to ensure substance misuse needs are addressed.

22. Key priorities for the CDAP going into 2024/25 include:

- Continued and accelerating performance against the OHID targets.
- Decant of the adult service from the current site at Claverings – options for this are currently being worked through with Council Property Services.
- Delivery of a dual diagnosis conference later in the year to enhance joint working with mental health services.
- Development of a fully resourced Lived Experience Representative Organisation (LERO) with functioning friends and family groups.
- Further increases to hospital in-reach provision.
- Further development of universal and targeted support to young people.
- Implementation of an improved National Drug Treatment Monitoring System (NDTMS) compliant case management system working across adult and young people's treatment services. This will provide an interface between providers and also wider NHS services and provides better patient contact options.

## **Nitrous Oxide**

23. In September 2022 HASC Scrutiny sought an overview of issues related to the use of nitrous oxide and requested that updates be provided in the future. The following provides a specific update on the specific work being done in this area and is timely given the legislative changes in place since November 2023.

24. Nitrous oxide is a colourless gas sold in canisters, usually inhaled using a balloon. The effect of nitrous oxide is typically felt immediately and lasts for a couple of minutes. While some individuals report feeling relaxed and giggly after using it others report sound distortion, headaches, dizziness, anxiety, and paranoia.

25. There are serious physical health risks when nitrous oxide is used in high volume or frequently as this can lead to unconsciousness and/or suffocation, a vitamin B12 deficiency which can cause nerve damage and white blood cells not forming properly.
26. Discarded balloons and nitrous oxide cannisters are commonly reported nationally as well as a perceived increase in prevalence of nitrous oxide use.
27. In November 2023 the Home Office updated the law to make possession of nitrous oxide illegal if it is, or is likely to be, wrongfully inhaled, by classifying it as a Class C drug under the Misuse of Drugs Act 1971.
28. This gives the Police enforcement powers to stop individuals using nitrous oxide and will hopefully encourage people to stop using the substance and prevent more individuals starting to use it.
29. In Enfield, the young people's substance misuse service provider, Insight Enfield Sort It, has progressed several actions to stop young people who might start to use nitrous oxide and to support those who already do to stop using it.
30. These include:
- Delivery of early interventions and treatment to support individuals already experiencing an addiction to nitrous oxide. In Q3 2023/24, 742 young people attended substance misuse awareness workshops to raise awareness of drugs and alcohol including nitrous oxide.
  - Delivery of a 15–20-minute bitesize workshop on nitrous oxide that can be delivered in isolation or alongside workshops on other commonly used substances. These are available to all professionals and young people in settings such as schools and youth centres.
  - Delivery of Substance Misuse and Hidden Harm training as part of the Safeguarding Multi Agency Training programme.
  - Offer of support to schools with their substance misuse policies including training for staff, workshops for students and referral pathways to substance misuse treatment for individuals who require this.
  - Attendance at the Headteachers' Forum to promote the substance misuse service, raise awareness of the offer available to all Enfield schools (with a particular focus on nitrous oxide) and encourage schools to take up the workshops, training, and other support.
  - Making information on nitrous oxide easily available to young people on the [Insight website](#).

**End of report.**

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## **Appendices**

None

## **Background Papers**

This report has relied upon data from the following sources.

[From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

[Nitrous Oxide | Laughing Gas | FRANK \(talktofrank.com\)](http://talktofrank.com)

[MEDIA FACT SHEET: NITROUS OXIDE BAN - Home Office in the media \(blog.gov.uk\)](http://blog.gov.uk)

[Information and advice - Nitrous oxide - laughing gas - Insight \(insightyoungpeople.org.uk\)](http://insightyoungpeople.org.uk)

**Departmental reference number, if relevant: N/A**